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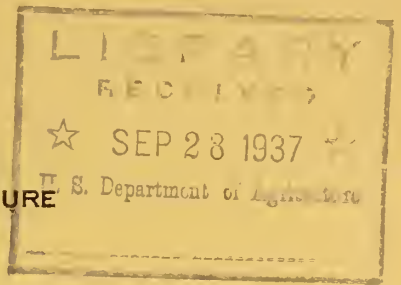
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UNITED STATES DEPARTMENT OF AGRICULTURE
THE FARM SECURITY ADMINISTRATION
AND
THE BUREAU OF AGRICULTURAL ECONOMICS
COOPERATING

An Analysis of Methods and Criteria Used In
Selecting Families for Colonization Projects

BY JOHN B. HOLT

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SOCIAL RESEARCH REPORT NO. I

WASHINGTON, D. C., SEPTEMBER, 1937

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In order that administrators might be supplied with needed information concerning the problems and conditions with which its program is concerned, the Resettlement Administration, (absorbed September 1, by the Farm Security Administration) with the cooperation of the Bureau of Agricultural Economics conducted a number of research investigations. This is the first of a series of reports on these researches. Others will be made available to administrators of programs for the welfare of rural people as rapidly as they are completed. Reports to be issued, as planned at this time, include:

- I. An Analysis of Methods and Criteria Used in Selecting Families for Colonization Projects, by John B. Holt.
- II. Tenure of New Agricultural Holdings in Several European Countries, by Erich Kraemer.
- III. Living Conditions and Population Migration in Four Appalachian Counties, by L. S. Dodson.
- IV. Social Status and Farm Tenure - Attitudes and Social Conditions of Corn Belt and Cotton Belt Farmers, by E. A. Schuler.
- V. Analysis and Evaluation of Criteria and Methods Used in Selecting Families for a Reclamation Project - A Case Study of the Tule Lake Community in Northeastern California, by Marie Jasny.
- VI. Social Planning in Coffee County, Alabama, by Karl Shafer.
- VII. Influence of Drought and Depression on a Rural Community - A Case Study of Haskell County, Kansas, by A. D. Edwards.
- VIII. Disadvantaged Classes in American Agriculture, by Carl C. Taylor, E. L. Kirkpatrick, and Berta Asch.
- IX. Analysis of 60,000 Rural Rehabilitation Families, by E. L. Kirkpatrick and Berta Asch.
- X. Standards of Living in Four Appalachian Mountain Counties, by C. P. Loomis and L. S. Dodson.
- XI. Standards of Living of the Residents of Six Rural Resettlement Communities, by C. P. Loomis and Dwight M. Davidson, Jr.
- XII. Standards of Living in a Typical Drought Area - South Dakota, by C. P. Loomis and Edmund deS. Brunner, Jr.
- XIII. Standards of Living in Good and Poor Land Areas in the Lake Sates Cut-Over Region, by C. P. Loomis and Joseph J. Lister.
- XIV. Standards of Living in an Indian Village and a Reclamation Village, by C. P. Loomis and O. E. Leonard.
- XV. Standards of Living in Six Virginia Counties, by C. P. Loomis and B. L. Hummel.
- XVI. Social Relationships and Institutions in Three Established Rural Communities, by L. S. Dodson and C. P. Loomis.
- XVII. Migration and Mobility of Rural Population in the United States, by Conrad Taeuber and C. E. Lively.
- XVIII. Social Relationships and Institutions in Six New Rural Communities, by C. P. Loomis.

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FOREWORD

It is probably recognized by all students of colonization or resettlement that the type of families selected for participation in such projects is of equal, if not greater, importance than the selection of the land to be farmed or the buildings to be constructed on the land. Unfortunately, however, very little study has been made of the methods and criteria used in family selection, or of the results, in terms of success and failure, of families who have been selected by different methods and criteria.

Because the Resettlement Administration was planning a number of resettlement projects, both of the community and infiltration type, two research projects were undertaken which it was hoped would furnish available information to guide specific action. This is the report of the findings of the first of these two studies; the other, a study of the Analysis and Evaluation of Criteria and Methods Used in Selecting Families for a Reclamation Project - a Case Study of the Tule Lake Community in Northeastern California, appears as Social Research Report No. V of this Series.

This report is based largely on information obtained from secondary sources: forms, procedures, and instructions used by various colonizing agencies in this and other countries. In addition to the study of these forms and procedures the author interviewed or corresponded with persons who had used the forms, persons who had been in charge of the colonization projects, and students of the problems involved in colonization. The study is, therefore, an analysis and summary of the experience and ideas of persons who have either wrestled with or been students of the problems of family selection.

As the reader will note, the author at many points states that the qualifications which should be required of settlers are still debatable, and asserts that since many of these qualifications are qualitative, no quantitative analysis can be made of many of the data at hand. These statements of fact do not detract from the value of the study, or lessen the need for further investigation in this field; rather, they justify the pursuit of this research and suggest fields for further analysis.

Social Research Report No. V will attempt to go one step further in such analysis, presenting the data from a concrete field study of a colonization project which has been in operation for approximately a decade.

AN ANALYSIS OF METHODS AND CRITERIA USED IN SELECTING FAMILIES
FOR COLONIZATION PROJECTS

By John B. Holt

Chapter I

INTRODUCTION: NEED FOR INVESTIGATION OF THE QUALIFICATIONS
REQUIRED OF SETTLERS AND METHODS OF SELECTING

In addition to the reclamation projects of the United States Government, a great many colonization settlements have been set up in this country. A number of them were organized by State and Federal agencies and the others by private and corporation action. However, the qualifications that should be required of a settler are still debatable. On what basis should those who wish to become settlers compete for the opportunity? How is the settlement agency to find out whether or not an individual has the requisite attainments? This study investigates the chief methods of selection used, and attempts to evaluate them.

Just how are we to get at the requisites? Is intelligence a desirable quality? An experienced colonization agent says, "By and large, farming is a lowbrow occupation." He thinks settlers will do better if they have not a great supply of brains - that extensive education is likely to be a handicap. On the other hand, another respected observer maintains that "the kind of man who is most likely to be a successful project settler is an intelligent man who would find no difficulty in placing himself elsewhere in the economic system." He adds that "such a person must be impatient of privation and hardship for himself and still more impatient of them for his wife and children." Contrariwise, another authority holds that it is willingness to be frugal, and to do without, that finally decides who conquers the land.

There is disagreement also about methods of appraisal and selection. One agency followed the practice of making a preliminary investigation of its prospective settlers while they were unaware of the surveillance, in order that their "natural" attitudes might be ascertained. Another announced its opportunities far and wide, leaving it to the interested individuals to initiate investigation by writing in for application blanks. Thus, on all sides, there are divergent opinions derived in part from different experiences.

Moreover, conclusive statistical studies showing the relative influence of various qualifications in the success of land settlers are lacking. Such studies were not undertaken by the Reclamation Bureau and the Subsistence Homesteads Division of the Department of the Interior, and the Rural Rehabilitation Division of the Federal Emergency Relief Administration.

Between 1908 and 1924, the Bureau of Reclamation disposed of homesteads on its irrigation projects to about 24 thousand families. No specific qualifications were required of the applicants. In 1919, a survey of six typical projects revealed that of all the original settlers of the projects, 65.2 percent still remained on their homesteads.^{1/} This is a fairly large proportion when account is taken of the fact that not all of those comprising the 34.8 percent who left their original farms can be classed as failures. Unquestionably, some continued farming in other localities, others found it desirable and profitable to dispose of their holdings, and others left because of better educational advantages to be found elsewhere for their children, or for similar cultural reasons. Nevertheless, it is believed that effective and careful selection could have improved the ratio of successful and permanent settlers to the total number.

In opening desert lands by costly irrigation methods, the Government invested funds that had to be repaid from the annual profits of the farm thus brought into cultivation. Therefore, the survival method of selecting long-term settlers was an expensive and ineffectual practice. A failure on Government irrigation land meant a loss of from one to several years in payments on the construction charges. Consequently the Bureau of Reclamation began to look around for settlers who would "stick", for homesteaders who would succeed. In 1924, Congress passed a bill that required prospective settlers to possess certain qualifications and to compete on the basis of relative merit for the opportunities offered by the Government.

In this report the experiences and testimony of persons and agencies that have been engaged in colonization or resettlement activities for a number of years are compiled and analyzed. The author prescribed for himself the following tasks:

- (1) To bring together existing knowledge and opinion on the qualifications conducive to successful land settlement and on the methods of settler selection.
- (2) To compare and analyze experience, opinions, and practice

^{1/} U. S. Congress, 68th 1st Session, Senate Document No. 92. Federal Reclamation by Irrigation. 1924. p. 95.

in an effort to detect basic assumptions, to allow for varying conditions, and to discover common lessons.

- (3) To establish valid generalizations concerning (a) desirable traits in settlers and (b) the best methods of determining the presence of these traits.

Chapter III of this report contains a discussion of methods used in family selection and reviews the procedure employed by the major land-settlement agencies in the United States.

Chapter II

QUALIFICATIONS REQUIRED IN SETTLERS FOR SUCCESSFUL LAND SETTLEMENT

Summary of Qualification Requirements

Investigation reveals that certain ascertainable qualifications, generally possessed by successful settlers, are likely to be absent or less pronounced in those who fail. It is reasonable to conclude that these qualifications, here listed, play a part in settler success.

- (1) Technical knowledge, gained chiefly through experience, of the type of agriculture to be practiced in the new farm settlement. Lacking this, the settler needs additional training, intelligence, desire to learn, and, perhaps, more capital when it is necessary to "tide over" some lean learning years.
- (2) A rudimentary education and as much additional education as is in harmony with a favorable attitude toward farm life.
- (3) Cooperative and harmonious family life -- a cooperative wife and children, who want to live on and help with a farm, and who have experienced agricultural life.
- (4) A size and age-sex composition of the family that is adjusted to the size and type of farm. The probable future growth or decrease in the size of the family and its needs must be considered as well.
- (5) The general good health and stamina of the family members that are necessary for the particular type of farm life; the absence of hereditary disease or hereditary susceptibility to a disqualifying disease.
- (6) Character, stability, and a sense of responsibility.
- (7) Intelligence, alertness, resourcefulness, and judgment.
- (8) A favorable attitude toward farm life and the particular opportunity to settle -- a wish to farm and a willingness to sacrifice comforts and other values when necessary.
- (9) Community cooperative ability, where common enterprise is of benefit.

- (10) Religiosity or loyalty to an idealistic group, if it tends to sanctify the above agricultural virtues, and if the membership in the religious or other group tends to bind the individual to the group with which his interests are identified, rather than to separate him from it.
- (11) Capital, or other means, for such expenditures as are required to develop the farm to the point of profitable cultivation; also, capital for a sufficient "deposit" investment to guarantee seriousness of purpose and the sacrifices necessary to surmount difficulties.

Discussion of Qualification Requirements

Technical Knowledge of Agriculture, Experience in Farming, Previous Occupation, Training in Farming

Authorities agree that technical knowledge derived from experience in the particular type of farming required in the new settlement location is of special value to the settler. On the other hand, experience in another type of farming than that required, in many instances may handicap rather than facilitate the settler's adjustment to his new occupation. 2/ Thus in Victoria, Australia, when a large number of urban young men with no agricultural background took up farming, Elwood Mead found that lack of experience was more than compensated for by mental alertness and freedom to adopt new ideas and practices. "They became the best pupils of the superintendent," wrote Dr. Mead. 3/ Perhaps the word "superintendent" is the most important in his remark. It may be that where supervision and advisory assistance are possible, previous experience and technical knowledge of farming become less important.

2/ Bräuning, Rudolf. Die Leistungsfähigkeit des Siedlerbetriebes im Vergleich zum Grossbetrieb. Reichsministerium für Ernährung und Landwirtschaft, Berlin, Paul Parey, 1934.

Correspondence of the author with railroad colonization officials, an insurance company official, and the president of the Texas Citrus Fruit Growers Exchange corroborate the opinion of the author cited here.

See also the following citations in the bibliography: (8), (10), (15), (18), (24), (25), (27), (32), and (33).

3/ Mead, Elwood. Helping Men Own Farms: A Practical Discussion of Government Aid in Land Settlement. 228 pp. The Macmillan Co., N. Y., 1920, p. 91.

Mead calls attention to the possibility of substituting a larger amount of initial capital for technical knowledge and experience. The extra capital helps to tide the settler over the lean years of learning, when lack of experience and technical knowledge reduce the chances of making a profit or even a subsistence income. 4/ Actually, it has become the policy of the United States Reclamation Bureau to allow this substitution. 5/

It appears reasonable to conclude, therefore, that the more technical knowledge a particular type of farming demands, the less successfully persons trained in other occupations or other branches of farming can be transferred to it. The most effective compensations in such cases, and these are only partial substitutes, have been found to be additional intelligence, advisory assistance, vocational schooling, and capital. These conclusions are supported by the fact that in the available literature on qualifications required by land-settlement agencies, mention of general farm-management ability or management experience is notably absent. Far more emphasis is laid on technical knowledge of the particular type of agriculture involved in the settlement project.

General Education

Available studies and opinions differ on the value of general education as a factor in the success of settlers. Apparently, the desired point is the maximum of rudimentary and higher education that is not such as to draw the settler's interests away from farm life but that is not so restricted nor so idealistic as to prevent him from viewing his farm problems in a practical light.

An experienced railroad colonization agent remarks that considerable education tends to make the settler dissatisfied with the low income afforded by farm life. But Dr. Bräuning, in his study of East Prussian settlers and their market production found that a "higher intelligence and better schooling" affect the settlement "favorably". 6/

4/ Ibid., pp. 117-118.

5/ United States Department of the Interior. Order Opening Public Lands to Entry and Announcing Availability of Water for Private and Public Lands, Owyhee Irrigation Project, Oregon-Idaho, Mitchell Butte Division, April 16, 1936.

6/ Bräuning, Rudolph, op. cit.

Since Wilcox and his associate in their survey of Indiana farmers, 7/ and O. S. Hamer in his work, The Master Farmers of America and Their Education, 8/ agree with this view, it seems permissible to draw the tentative conclusion that up to a point which varies with the individuals, general education is likely to be valuable to the settler. Beyond this minimum, increased years of general education do not appear to be correlated with success. It is important, however, not to confuse general education with technical knowledge of agriculture.

Cooperative Wife and Children and Harmonious Family Life

General agreement supports the statement of Mrs. Azile Aaron, family selection specialist in the Resettlement Administration, that "it is of primary importance that the family as a unit wish to own and establish a new home and have active participation in a growing community. The family's attitude as a group, their aims, ambitions, and desires for family betterment are the major factors under consideration." 9/ The importance of the cooperation of both wife and children is well-recognized by persons who are experienced in land settlement.

Size and Age-Sex Composition of the Family

The optimum size and age-sex distribution of the family cannot be prescribed except in reference to such variables as the size of the farm unit that the family will occupy, the possibility of expansion or contraction of the farm enterprise, the expected changes in the size of the family, the standard of living with which the family will be content, and the type of farming involved.

Size of family

The tendency is to assume that the farmer derives more income from the work of his children than they cost him. But as they grow older and more demanding they may become less and less of an economic advantage, constituting a greater total cost than hired help, particularly when the work is narrowly seasonal.

7/ Wilcox, Walter W., and Lloyd, O. G. The Human Factor in the Management of Indiana Farms. 23 pp. Purdue University, Lafayette, Indiana. August 1932. (Agr. Expt. Sta. Bull. 369.)

8/ University of Iowa Studies, Vol. 6, No. 2, 1930. (In Adult Education Series No. 1.)

9/ Resettlement Administration, Inter-Office Memorandum to Mr. J. B. Lawson, Regional Representative, Management Division, from Mrs. Aaron. November 8, 1935.

But the value of children in the family should not be considered from the economic viewpoint alone. Sociologically, children tend to bind a family together and to influence it in its relation to the community.

C. P. Loomis has pointed out in his work on the growth of the farm family in relation to its activities that the amount of land cultivated by a family tends to increase or decrease with the number and ages of the children at home. 10/ Thus, when land is becoming scarce, it does not seem safe to conclude, as one colonization agent did, that "prolificacy in both the settler and his wife is a very great advantage. 'Raise your own help' is a good slogan for the farmer" 11/

The experience of certain foreign land-settlement agencies emphasizes the necessity of carrying on colonization with a view to providing additional land for those settlers whose families will expand. This can be done either by leaving unsettled a certain portion of the available block of land, to be rented to the expanding families, or by arranging the age distribution of settlers in such a way as to allow maximum expansion in some families at a time when other families will be smallest.

Sex distribution of family

The sex distribution of family members is of far greater importance where girls and women are not required by custom or necessity to work in the fields or the cow sheds. Their employment as cotton hands in the southern United States is rather general, whereas in the North, except in families of recent European extraction, they are not regarded as profitable crop and dairy hands.

Age of family members

Customarily, the age boundaries within which settlers are required to fall are limited at one end by the time of majority or citizenship rights and at the other by the time when physical, mental, and spiritual vitality and the prospects of farm repayment before the death

10/ Loomis, C. P. Farm Family Cycle. Rural Sociology, Vol. 1, No. 2, June 1936, pp 180 - 199.

11/ Letter from John W. Haw, Director, Agricultural Development Department, Northern Pacific R. R. Co., St. Paul, Minn., to the author. April 22, 1936.

of the settler begin to decline. 12/

Wilcox and his collaborators apparently discovered a relation between the age of the farmer and his earnings for both Minnesota and Indiana farmers. "...From 35 to 45 years of age is apparently the prime of life from the standpoint of the farmer's earning ability, although there was not much variation between any of the groups in the 30-55 year range. The age at which the farmers seem to be getting the highest labor earnings compares very closely with the average age at which all men reach their greatest earning power, according to Dublin and Lotka. 13/ Probably the lack of capital and the lack of experience on the part of the men under 30 years of age combined to account in a large measure for their lower earnings.." 14/ The Indiana study showed that when the farmers were separated into two categories, with the age limit of 40 years as a dividing line, the labor incomes of the men over 40 were less than those of the men under 40 years of age. This difference, Wilcox felt, was caused by the greater feeling of economic necessity on the part of the younger men.

F. F. Hill's study of loans, made by the Federal Land Bank of Springfield, Massachusetts, revealed that the percentage of foreclosures on loans to persons less than 30 years of age was somewhat higher than that on loans made to older persons. Many of the loans to persons under 30 were on farms appraised at less than \$60 per acre. This fact may be largely responsible for the comparatively high percentage of foreclosures in this group of borrowers. Inexperience is a substantial handicap on farms of relatively low agricultural value, 15/ and youthfulness, insofar as it involves inexperience and a deficiency of farming judgment, is a financial risk.

An analysis of the transfers of loans made in New York, generally involving a sale of the farm, indicated that the percentage of transfers

12/ The policy of the Federal Emergency Relief Administration is an exception. See Appendix.

13/ Dublin, L. I., and Lotka, A. J. The Money Value of a Man. 264 pp. Ronald Press Co., New York. 1930.

14/ Wilcox, Walter W., Boss, Andrew, and Pond, Geo. A. Relation of Variations in the Human Factor to Financial Returns in Farming. 65 pp. University of Minnesota, St. Paul, Minn. June 1932. (Agr. Expt. Sta. Bull. 288.)

15/ Hill, F. F. An Analysis of the Loaning Operations of the Federal Land Bank of Springfield from its Organization in March 1917 to May 31, 1929. 107 pp. Cornell University, Ithaca, N. Y. December 1932. (Agr. Expt. Sta. Bull. 549.)

by persons less than 30 years of age exceeded the percentage of transfers by older persons. This is contrary to the expectation that because of retirement or death the highest percentage would occur on loans made to persons 60 years or more of age. There seemed to be a tendency for the young people on farms of relatively low value to shift to other farms or other occupations; older people could not shift so readily. Then, the period of the study included years during which wages in the cities were high in comparison with farming returns, and this might have made the percentage of young persons leaving farms for the cities abnormally high. 16/

These revelations throw doubt on the contention that loans made to settlers over 40 or 50 years of age stand less chance of being repaid by the borrowers. Consequently, the settlement agency should weigh and contrast the following possibilities: (1) that younger borrowers may have less mature judgment and may be more likely to transfer their loans to successors because they wish to go into another occupation or to another farm; (2) that older borrowers may die before the loan is repaid; (3) that older borrowers may have sons who are willing to carry on the farm enterprise and assume the obligations.

Health of the Settler and His Family

More and more, settlement agencies recognize that not only the present general health and stamina of the settler and his family should be certified by competent authorities, but that the family must be free from hereditary susceptibility to disease. Although instances are cited by settlement agents of persons who are physically crippled succeeding on the farm by having the work for which they were unfit done by others, such cases are rare. With few exceptions, farming is gruelling labor, requiring endurance that cannot be acquired in most urban occupations other than those of the common laborers. Intensive truck-farming, cotton chopping, and beet thinning, for example, would torture those whose muscles had not been trained from youth for these or similar types of work.

Character, Stability, and a Sense of Responsibility

Probably because character, stability, and a sense of responsibility are obviously necessary traits in any long-time venture, and because they are so difficult to measure, little has been done in determining their value as factors in colonization. The successful colonist must abide by his arrangement with the settlement agency. He must demonstrate sufficient stability in his wish for success to endure the initial and relatively long period when the satisfactions from farming are more prospective than immediate.

In accordance with these requirements, the Rural Rehabilitation Division of the Federal Emergency Relief Administration stipulated that the "families must give evidence of being able and desirous of staying by an arrangement...."^{17/} Similarly, the Reclamation Bureau required character as one of the four "cardinal" virtues of the prospective settler; and the Resettlement Administration makes reliability a prerequisite.

Intelligence, Alertness, Resourcefulness, and Judgment

Intelligence, mental alertness, resourcefulness, and judgment are closely related. Here, resourcefulness and judgment are assumed to be objectively observable concomitants of intelligence.

Investigation is unnecessary to establish the fact that farm success, like success in any other field, tends to increase with the greater intelligence of the operators. Wilcox sought to investigate the relative value of intelligence as a contributing factor in the financial progress of certain Minnesota farmers. Using the rate of progress of the farmers' children in school as an indication of the parents' intelligence, he found that " ...the parents of the children who were making the most rapid progress in school were making significantly higher earnings than those of the more backward children. This suggests the existence of a causal factor as a partial explanation common to both the parents' relative financial returns and the children's progress in school. It indicates the presence of differences in innate qualities associated directly with differences in success in farming." ^{18/}

Although the value of intelligence for success in land settlement remains a matter of diverse opinion among railroad colonization agents, ^{19/} Wilcox' study and that of Alvin Johnson, a close student of land reclamation and settlement, agree. Johnson, referring to settlers on land reclaimed by irrigation, says: "The illiterate and dull-witted often got on very well on the old frontier. There is no place for them in the project settlement. The kind of man who is most likely to be a successful project settler is an intelligent man, who would find no dif-

^{17/} Westbrook, Lawrence. Rural Industrial Communities for Stranded Families. 29 pp. Federal Emergency Relief Administration, Washington, D. C. 1934. (Mimeographed.) pp. 24-25.

^{18/} Wilcox, Boss, and Pond, op. cit., pp. 20-21. (Bull. 288.)

^{19/} Correspondence cited on page 8.

ficulty in placing himself elsewhere in the economic system." 20/

It should be noted here, relative to Johnson's statement, that certain types of farming require greater intelligence than others, and it may be that irrigation farming is especially demanding. Presumably, the more complex the type of farm enterprise becomes, the more intelligence is required; but even within a particular type, it can reasonably be expected that persons of higher intelligence will forge ahead, other things being equal.

Favorable Attitude Toward Farm Life and the
Particular Opportunity for Land Settlement

The attitude of the prospective settler and his family toward land settlement in general and toward the particular opportunity at hand is one basis for predicting the individual's reaction to resettlement. Therefore, it is important to determine the extent to which favorable attitude toward resettlement is correlated with success. Unfortunately, no data now available indicate definitely whether keenness of desire or initiative on the part of the settlers increases their chances of success.

However, Wilcox attempted to isolate and measure what he termed "ambition", describing it as represented in the energy the farmers put into their work, the economic goal at which they aimed, and the tenacity with which they organized their efforts to make progress toward that goal. He found that ambition was one of the most sensitive correlates of a high farm-labor income. 21/ His results are corroborated by the deep conviction of all settlement authorities that the presence of what may be called an intensely positive attitude toward farm life, or a

20/ Johnson, Alvin. Economic Aspects of Certain Reclamation Projects. 27 pp. U. S. Dept. of the Interior, Washington, D. C. 1929. (Bureau of Reclamation publication entitled, "Economic Problems of Reclamation".)

21/ Among the Indiana farmers, a greater variation in labor income was coincidental with a variation in ambition than with variations in the wife's interest and help, the farmer's interest in farming, and his technical knowledge of agriculture. Among the Minnesota farmers, Wilcox discovered that "although the correlation coefficients were not very high, the wide range between the earnings of the lowest-scoring and the highest-scoring groups in both mental alertness and ambition shows that the average earnings of those with low ratings are much lower than those with high ratings."

Wilcox, Walter W. et al. Indiana Bull. 369, p. 6. Minnesota Bull. 288, p. 23 (already cited).

strong and persistent desire to farm, is a fundamental and essential characteristic of successful settlers. 22/

Cooperative Ability

Where there exists a common goal that can be attained most easily by joint effort, cooperative ability has great value. Today land settlement tends more and more toward the group or colony form. In its physical aspects and its social institutions (such as the school, church, and local government) as well as in cooperative buying, selling, and production enterprises, the modern settlement requires united effort. The cooperative settlements of the religious sects (particularly those of the Mormon Church) and the secular programs (such as the cooperative irrigation associations of the Reclamation projects and the activities of the McRae colonies) furnish historical precedents and demonstrate the need for cooperative ability if such group settlements are to succeed. 23/

Religiosity, Idealism, and Emotional Loyalty to a Group

Religiosity, idealism, and emotional loyalty to a particular group are useful insofar as they foster such desirable qualifications as knowledge of good farming practices, sufficient general education, cooperative and harmonious family life, good character, intelligence, devotion to the farm, and ability to cooperate in a common enterprise.

22/ U. S. Congress, 68th, 1st Session, Senate Document No. 92. Federal Reclamation by Irrigation. 1924. p. 95.

Widtsoe, John A. Success on Irrigation Projects. 153 pp. John Wiley & Sons Inc., New York, 1928, pp. 33-34.

Holt, John B. German Agricultural Policy 1918-1934. 240 pp. University of N. C. Press, Chapel Hill, N. C., 1936, (Part IV, describing the development of the mystical Nazi attitude toward farm life symbolized by the words, "blood and soil".)

See also the following citations in the bibliography: (12), (15), and (24).

23/ Mead, Elwood, op. cit., p. 88.

Mead, Elwood. How California Is Helping People Own Farms and Rural Homes. 28 pp. illus. University of California, Berkeley, 1920. (Agr. Expt. Sta. Circ. 221.)

Mead, Elwood. Federal Reclamation, What It Should Include. 42 pp. illus. U. S. Bureau of Reclamation, Washington, D. C. 1926.

Membership in religious, patriotic, idealistic, or cultural groups long has been considered a farming qualification. For example, McRae's selection of Italians, Dutch, Danish, and Polish peasants for his small, intensive farming projects in North Carolina, was motivated by his wish to place in his colony persons with a reputation for devotion to intensive soil cultivation.

Similarly, the Mormons, Mennonites, Dukhobors, and Malokans have built up an excellent farming and settlement reputation with United States and Canadian agencies. 24/

A study in McHenry County, Illinois, 25/ of the relationship between participation in church affairs and good farming practices revealed that church members participating actively in church affairs made up only one-third of the total group studied. Nevertheless, they comprised two-thirds of the total number of members with strongly favorable attitudes toward constructive farm organizations. Moreover, this group of one-third of all farmers constituted 42 percent of those who took the initiative in having their dairy herds tested for tuberculosis.

Widtsoe points out clearly the advantages that lie in the organization of land settlement on sectarian lines in his description of the binding power of the church organization in Mormon communities. It is advantageous not only for religious observances, but also for community government, education, social service, and economic enterprise. 26/

Warbasse, apostle of cooperative organization in this country, remarks in his book on cooperative democracy that of all the cooperative socialistic or communistic enterprises in land settlement that have been launched, the religious groups have been by far the more enduring. 27/

Moreover, exponents of the Catholic Land Movement in England and elsewhere believe religious unity to be essential for the success of a new rural community. "Where Government action is involved, any religious basis is, not so much disapproved, as unthought of. Neverthe-

24/ Dawson, C. A. (ed.) Group Settlement; Ethnic Communities in Western Canada. 395 pp. Macmillan Co., Canada, 1936.

25/ Hutchinson, Carl R., and Holt, Arthur E. The Religion of Two Hundred Farmers in McHenry County, Illinois. 9 pp. Chicago, Ill., 1928. (Chicago Theological Seminary Study.)

26/ Widtsoe, John A. op. cit. pp. 108-110.

27/ Warbasse, James P. Cooperative Democracy. 493 pp. Macmillan Co., New York, 1923, p. 341.

less, it is the conviction of the Catholic Land Movement that the religious cement is indispensable to the rapid formation of a new and necessarily 'artificial' community. And whatever social defects may be charged upon Catholics by their countrymen, it cannot be denied that they know how to form a real community. Every Catholic village has God for its centre. The Blessed Sacrament will make a Nazareth of every group. It is doubtless difficult for non-Catholics to appreciate the practical and vital importance of this point. Catholics will be aware of its importance -- and its adequacy." 28/

The general conclusion is that religion creates group unity and morale, a common purpose and a common code. The spirit derived from the cohesion of highly religious, idealistic, or other groups with strong inter-member loyalty is known as morale. The individual members benefit by a strengthening of the wish to carry on and a confirmed tenacity that helps them overcome discouragement and economic privation.

Although colonization today does not involve the physical hardships of earlier times, it is obvious that willingness to cooperate tends to become less persistent where no loyalties bind the members other than their individual, more or less temporary, material interests. It is here that religiosity and idealism serve to good purpose.

Capital

Other things being equal, the more capital the settler commands the more easily he can cope with the problems of paying for and developing his farm. The larger the amount the settler "pays down" on his farm when he takes it over, the less he must expend out of profits and the greater is the likelihood that fixed payments on loans will not interfere with reinvestment of profits in the farm enterprise.

As L. C. Gray pointed out in 1920: "It was shown [by the results of 26 farm management surveys in different parts of the United States] that if a man tried to buy a farm of average value and pay for it on the amortization plan out of the average net income of the farm, together with interest at current rates in the community, there would be less than enough to make the annual payments on interest and principal, the deficits ranging from \$28 to as much as \$722." 29/

28/ McQuillan, John. Flee to the Fields; the Faith and Works of the Catholic Movement. (A Symposium.) 224 pp. Heath Cranton, Ltd., London, 1934, pp. 66-67.

29/ Gray, L. C. Helping Landless Farmers to Own Farms. Yearbook of the Department of Agriculture, Washington, D. C., 1920, p. 277.

The Bureau of Reclamation discovered that lack of capital with which to develop the farm was one of the most serious causes of failure of the settlers on its irrigation projects. As a result, the Department of the Interior after 1924 required that an applicant possess \$2,000 in money, free of liability, or the equivalent in livestock, farming equipment, or other assets deemed by the examining board to be as useful to the applicant as money. Subsequently, settlers were given preferential rating partially on the basis of their available capital. The Bureau of Reclamation has recently proposed investigation of the way in which applicants acquired their capital. The Bureau advocates that more credit be given to a person who has accumulated assets through his own efforts than to one who has inherited them. 30/

Another reason for requiring the settler to possess capital is to enable him to make a deposit. The deposit testifies to his seriousness of purpose and provides him with an incentive to persist in his efforts. Requiring the settler to make a down payment is fairly widespread among land-settlement agencies. It is recommended by numerous authorities. 31/

Influencing the Extent of These Qualifications

It should be noted that some qualifications are readily susceptible to the influence of education, financial arrangements, supervision, etc. Arbitrarily, the following may be placed in this category:

- (1) Technical knowledge of agriculture -- by training courses and advisory assistance.
- (2) Education -- by adult education projects.
- (3) Character -- by developing a sense of responsibility through self-management of farms.
- (4) Cooperative ability -- by stimulating interest and breaking down prejudices.
- (5) Capital -- by financial assistance and arrangements.
- (6) Cooperative, harmonious family life -- by case-worker techniques.

30/ Johnson, Alvin, op. cit.

31/ Mead, Elwood, op. cit., p. 85.

Qualifications less easily affected are:

- (1) The size and age-sex composition of the family; sometimes it is possible to fit the farm to the family.
- (2) Favorable attitude toward farm life and the particular opportunity for resettlement -- may be affected by teaching the person the social values of agricultural living in comparison with other modes of life.
- (3) Health and stamina -- if malnutrition is causing ill health and loss of vitality, the possibilities of restoring good health and vigor are large; if hereditary disease or susceptibility to disease is involved, often little can be done.
- (4) Idealism and religiosity in their application to farming may be fostered through such agencies as the church and perhaps through educational techniques.
- (5) Intelligence and alertness may sometimes be increased by education, environmental adjustments, and psychiatric techniques.

The attention paid to improving the settlers in these respects will depend upon the ability and availability of educators and case workers, the time and expense necessary, the presence of prospective settlers who exhibit the desired qualifications without any necessity for education, etc.

Relative Importance of Different Qualifications

Any attempt to establish the relative importance of these qualifications must be made with reference to the particular land-settlement projects or programs. At present, the only objective indication of the relative value of qualifications for success in farming is the correlation made by Walter W. Wilcox between four factors and farm labor income. The Wilcox results indicate that, with regard to the effect on farm income, variations in ambition, technological knowledge of agriculture, and the desire to farm were all more important, ranked in the above order, than variations in the quality of the farm itself. In other words, according to this study, unusual ambition and unusual technical knowledge of agriculture each tended to have more effect on farm income than either an unusual desire to farm or the unusual quality of the farm. 32/

32/ Wilcox, Walter W. et al. Indiana Bull. 369, pp. 7-10. Also Minn. Bull. 288 (already cited).

Another method of obtaining opinions on the qualifications most desirable in settlers is by summarizing the requirements laid down by land-settlement agencies. The Bureau of Reclamation, after minimum standards of health and vigor are met, rates its applicants on a percentage basis. The farm experience percentages range from 5 percent, for a minimum of 2 years in farming other than irrigation, to a maximum of 35 percent, for 2 years or more in responsible charge of an irrigation farm during the last 4 years. Thus, experience in the particular type of farming is given several times the value of general farm experience. Percentages for possession of capital range from 20 percent for the minimum of \$2,000 to 30 percent for \$10,000 or over. Industry is graded from 5 to 20 and character from 5 to 15 percentage points. Briefly then, experience in the particular type of farming, capital, industry, and character rank in the order named.

The Division of Rural Rehabilitation of the Federal Emergency Relief Administration, after minimum requirements of health, age, and need had been met in its selection of families from the relief rolls, placed major emphasis upon the wish to live in a rural community. In addition, attention was given to farming experience, the occupational experience necessary to meet the construction needs of the community, and evidence "of being able and desirous of staying by an arrangement".

The Resettlement Administration requires initiative and resourcefulness, ability to enter into community life and to profit from instruction and guidance, stability and reliability, married status with one or more children or other dependents, freedom from infectious diseases or other disabilities preventing fulfillment of obligations, the experience necessary for the particular project, and inability to obtain credit elsewhere for shelter, food, and farming purposes.

Finally, the writer of this report recognizes the advisability of certain minimum requirements, such as good health, proper sex-age distribution, suitable number and cooperation of the family members, technical knowledge of the required type of agriculture, a rudimentary education, and character. Intelligence and cooperative ability permit the settler to make the most of his group relations. Religiosity and idealism may intensify his desire to succeed if they lend purpose to his work and sanction those virtues requisite to success in land settlement. However, the desire of the family as a whole, and particularly of the husband, for the particular land-settlement opportunity offered seems to be most essential to the persistent enterprise and the willingness to sacrifice personal comforts necessary for successful settlement.

Chapter III

METHODS OF SOLICITING AND SELECTING SETTLERS

Summary of Conclusions Concerning Methods of Selection

The selection of settlers, once standard requirements are determined, follows two fundamental procedures:

- (1) Establishment of contact with prospective eligible settlers.
- (2) Collection of objective and comparable data, as conclusive as possible, concerning the qualifications of eligible persons.

Locating Prospective Settlers

In the first stages of the selective process, the following operations probably will produce the best results:

- (1) Announcement of the land-settlement opportunity in those public and private publications that have the greatest and most applicable circulation.
- (2) Presentation of information about the opportunity with the utmost accuracy and detail.
- (3) Fullest possible description of the qualifications required in the prospective settlers.

Observation of past experiences indicates that certain sources of prospective settlers will produce a larger proportion of eligible applicants than others. In such cases the breadth of distribution of announcement may vary accordingly. However, working rules in these matters must be developed by the individual agencies.

The Collection of Data Concerning the Qualifications of the Prospective Settlers

Data on the qualifications of prospective settlers may be obtained through the use of:

- (1) Application blanks.
- (2) "Referral" and references.
- (3) Special investigators.

There are certain qualifications concerning which the prospective settler and his family can best give accurate information, but such information should be verified by the agency. The application blank provides an opportunity for the applicant to indicate the extent of his education, the size and age-sex composition of the family, experience in agriculture, the keenness of his desire for the settlement opportunity (insofar as it can be judged on the basis of reasons given for the desire); the general health and stamina of the family members (judged by the absence of disease); and character or stability (estimated from the occupational mobility of the applicant).

References are needed. References and referral agencies become more useful as the objectivity of the data which they represent increases and as the accuracy of their special scales for measuring less objective data grows.

Usual references include:

- (1) Bankers and other persons with whom the prospective settler has entered voluntary agreements.
- (2) Teachers.
- (3) Agricultural specialists.
- (4) Medical authorities.
- (5) Home demonstration agents.
- (6) Ministers.
- (7) Leaders in community cooperative organizations, etc.
- (8) Local governmental officials.

From these sources the land-settlement agent can probably secure the most accurate information on such items as:

- (1) Credit rating, character, reliability, and capital assets of the applicant.
- (2) Character and natural intelligence of the children.
- (3) Technical knowledge and agricultural ability of the prospective settler.
- (4) Health and stamina of the family.

- (5) Care and management of the home.
- (6) Religiosity or idealism.
- (7) Cooperative ability.

Information on a number of less objectively measured qualifications may be obtained from many sources, including acquaintances. Such qualifications are:

- (1) Cooperative spirit and harmony of the family.
- (2) Character, stability, and sense of responsibility of the family members.
- (3) Intelligence, alertness, resourcefulness, and judgment of the family head.
- (4) Attitude toward farm life and the desire to succeed in the settlement opportunity offered.
- (5) Community cooperative ability of the family.

A special investigator may be used. The value of the special investigator is greatest when other sources for obtaining accurate data are inadequate or inefficient. Since qualifications of cooperation, harmonious family life, character, intelligence, and a desire to make use of a settlement opportunity are the more difficult ones upon which to get accurate observations, these constitute the field into which the special investigator who is often a social-service case worker must go.

Discussion of Methods of Soliciting and Selecting Settlers

Investigation and preliminary reasoning indicate that high selectivity of settlers will increase with (1) the number of persons approached, (2) the accuracy and completeness of the picture of land-settlement opportunity that is presented, (3) the number of qualities required in the applicant, and the accuracy of their determination, (4) the initiative required of the settler in order to obtain his appointment to the project, and (5) the efficiency of the special investigators, reference or referral agencies, the application method, etc., that are used in selecting the settlers.

The actual selection, after the qualifications have been established, must include the preliminary contact with the prospective settlers and the collection of the data on the basis of which the selections will be made.

Establishing Preliminary Contact with Prospective Settlers

Methods of establishing contact with prospective settlers may be divided into a threefold classification, as follows:

(1) Public announcements through special notices, newspapers, organizations, or other means of advertisement. These may be selective geographically, socially, or culturally. The public-announcement method has been used by both private companies and governmental agencies. As an example of geographic selectivity by a private concern, the Northern Pacific Railway Company, during the sixties, seventies, and eighties of the last century, distributed literature and newspaper copy filled with attractive pictorial advertisements all over Europe. 33/ On the other hand, the Government-operated Bureau of Reclamation advertises new openings on its irrigation projects in regions adjacent to the projects. Examples of social selectivity may be found in the special publicity of land opportunities given through the posts of Civil War veterans and in the practice of the settlement agencies in the Great Lakes States of advertising their land among the lower urban classes. 34/ By confining its announcements to a sectarian publication, a settlement agency could exercise cultural selection; in this way, a rather definite class of readers would be reached.

(2) Nomination, recommendation, or "referral". The nominating system has been encouraged in selecting settlers in the United Kingdom for migration to the colonies. Local individuals or committees are asked to suggest the names of personally-known prospective individuals or families. This form of recommendation involves a certain responsibility on the part of the nominator who places the nominee in contact with the settlement agency.

The so-called referral system has grown out of the close relationship between the social service departments of the American emergency

33/ Hedges, J. B. The Colonization Work of the Northern Pacific Railroad. December 1926. (Reprinted from the Mississippi Valley Historical Review, Vol. XIII, No. 3, pp. 311-342.)

34/ Black, John D., and Gray, L. C. Land Settlement and Colonization in the Great Lakes States. 88 pp. U. S. Department of Agriculture, Washington, D. C. March 23, 1925. (Bull. No. 1295.) p. 64.

relief agencies and the Division of Rural Rehabilitation of the Federal Emergency Relief Administration. The referring agency, having previously made thorough investigations of the families on relief in its territory, is in a position to recommend to the settlement agency those families which it believes best fitted for rehabilitation or settlement.

(3) Personal solicitation through representatives of the settlement agency or through group leaders. Hedges writes concerning this method which was used by the Northern Pacific Railway: "Colorful and interesting as much of this material was, [advertisements in newspapers, pamphlets, folders, and circulars] the Land Department did not rely solely upon its persuasive powers. Special representatives, possessed of peculiar qualifications which fitted them for the promotion of immigration, were often sent abroad." ^{35/} Similarly, McRae employed special representatives to select families in European countries for his project near Wilmington, North Carolina.

These three methods and their combinations or variations should be compared only in the light of the different purposes and the different policies which they serve. Allowing for differences in the purposes for which selection is carried on, the following conclusions seem fairly well justified.

Selectivity in establishing the preliminary contact will vary in the first place with the number of persons whose attention is drawn to the opportunity. The Bureau of Reclamation finds that its best settlers come from areas adjacent to the newly opened project, therefore it concentrates its publicity efforts on the newspapers of the surrounding States. Many of its settlers are of the younger generation who have been reared on irrigated farms. The Bureau estimates that the cost of publicity in other areas would not be compensated for by the increase in settler material that might be obtained. The Bureau has also found that information appearing in the public press regarding large storage dams and other irrigation projects, while the projects are being constructed, creates widespread interest. Often it results in the receipt of many inquiries concerning the availability of farms and settlement opportunities long before the projects are ready for occupants.

Second, selectivity in establishing the preliminary contact will vary with the detail and accuracy of the picture of the land-settlement opportunities that is presented. General descriptions and the inability of prospective settlers who lack experience in farming or knowledge of local farming conditions to see realistically the conditions with which they will have to cope, lessen selectivity by attracting enthusiastic

^{35/} Hedges, James B., op. cit., p. 316.

but uninformed or misinformed applicants. ^{36/} Thus, an adequate explanation of the credit arrangement involved often influences the selection because applicants are drawn from those groups whose financial situation permits negotiation on the credit basis adopted.

Third, selectivity may be effected by listing in the public announcements the qualifications required of settlers. But such qualifications must lend themselves to objective measurement. Of the four or five qualifications required by the Bureau of Reclamation, it is possible for the prospective settler to appraise himself and his chances of passing the test in two or three respects; namely, the possession of capital assets amounting to \$2,000 or more; the possession of two years' actual experience in farm work and farm practice; and, possibly, the condition of his health.

But it is doubtful whether settlers would refrain from applying on the strength of their own opinions concerning such subjective qualifications as industry and character. These qualities are among those on which the Bureau of Reclamation bases its selection. Moreover, it is not wise to set up too rigid requirements, since it is a fortunate balance of characteristics rather than the presence of a series of individual qualifications which makes a good settler.

Of course other considerations, such as time and expense, restrict the publicity and the method of establishing initial contact. A widely distributed announcement might call forth a far greater number of applications than could be handled effectively within the period set aside. For example, 10,000 applications resulted from the announcement of opportunity on the Cumberland Homesteads Project at Crossville, Tennessee, initiated by the Division of Subsistence Homesteads of the Department of the Interior. It was feasible to investigate personally only 1,500 applications.

For general purposes of public-land settlement, the preliminary-contact method used by the Bureau of Reclamation seems effective. By newspaper advertising it meets the democratic principle that all citizens have an equal right to knowledge of the opportunity. It is selective in that it concentrates on those areas in which experience has shown the best prospective settlers are to be found. It announces carefully the location and the type of soil and climate with which the settler will have to cope. It lists the objective requirements of good health, minimum capital, and minimum farm experience which the applicant will have to satisfy, and points out that he will be tested by an examining board regarding qualifications of industry and character. This recommendation

^{36/} Black, John D., and Gray, L. C., op. cit., p. 62 (for the selling methods of land settlement agencies in the Great Lakes States).

of Bureau of Reclamation practice should not be interpreted to mean that the Federal Emergency Relief Administration and the land companies of the Lakes States cut-over areas are not acting in their own best interests by adopting other methods.

The Collection of Data on the Qualifications of Settlers

Selection of settlers for land settlement becomes individual case work when the prospective settler makes application to, or is otherwise brought into personal contact with, the agency. At this point, the appraisal of the prospective settler by the settlement agency begins. The appraisal consists of investigating the qualifications of the settler in terms of the standards established by administrative policy. In general, three methods are employed -- the application blank, the reference, and the interview. The fundamental requirements underlying the use of all three methods are that the data be as objectively measured and as accurate and comparable as possible.

(1) The use of the application blank. Data obtainable through the application blank is limited usually to objectively ascertainable facts with which the applicant is familiar. For example, among the desirable qualifications listed in Chapter II are items that an applicant is in a relatively good position to measure:

- (a) Extent of farm experience, not so much actual technical knowledge.
- (b) Education.
- (c) Size and age-sex composition of the family.
- (d) General health of the family.
- (e) In some measure, the desire for farm life.
- (f) To some extent, cooperation and religiosity; these can be checked partially by statements of membership in cooperative organizations, church membership, and attendance.
- (g) Capital assets.

A comparison of the application forms of the Resettlement Administration and the Bureau of Reclamation shows that in actual practice these two land-settlement agencies confine themselves chiefly to such items. For instance, the forms of the Bureau of Reclamation contain inquiries on most of the above details except education and membership in a church or other organization. They also comply with special require-

ments of the Bureau by inquiring about citizenship and homestead rights. Obviously then, the Bureau of Reclamation was still dependent upon other methods of investigation for information about the settler's technical knowledge and experience in agriculture, the cooperative spirit and harmony of his family, the presence of hereditary diseases or susceptibility to diseases, character, intelligence, desire to farm, community cooperative ability, religiosity, and capital assets. Of these characteristics, the Bureau professes interest only in character, industry, financial status, farm experience, general health, and the desire of the wife to live on and help with a farm.

The application blank used by the Federal Emergency Relief Administration requested statements on occupational experience after 1919, as an indication probably of occupational stability, farm experience, and the possession of other experience useful for life in a rural community. It inquired concerning the education of the children, the size and age-sex composition of the family, the reason of the wife and the husband for desiring resettlement, membership in cooperative groups and household, farming, and other capital assets. It did not inquire about the religiosity of the applicant. It left to other methods of investigation the determination of such items as technical knowledge of farming, cooperative spirit and harmony in the family, health, character, stability, intelligence, and positive attitude toward farm life. Most of the items last named had been previously investigated by a "referral" agency.

In short, the Federal Emergency Relief Administration restricted to a minimum the information to be obtained through the application blank and resorted to other devices for less objectively measurable data. After minimum requirements of health, family unity, and need were satisfied, the particular interest was in the family's wish to live in a rural community.

Unlike FERA, the Division of Subsistence Homesteads inquired rather closely into the individual's farming and handicraft experience and into the husband's and wife's community affiliations. The applicants for settlement on the colony at Durham, California, were required to state their experience and capital on their application blanks and to outline what they planned to do if their applications should be approved. These "plans" were prized as indications of the applicants' judgment and experience.37/

37/ California State Land Settlement Board. Information Regarding Progress under the Land Settlement Act of the State of California and About the Plans for Soldier Settlement in the Future. 43 pp. illus. State Printing Office, Sacramento, Calif. 1919. p. 4.

Methods of Referral and Reference

The word "referral" was coined to designate a certain procedure of recommendation. Social-service agencies, especially State and local social-service departments of the Emergency Relief Administration, recommended relief clients for rural resettlement or rehabilitation.

The Rural Rehabilitation and Rural Resettlement Divisions of the Resettlement Administration in this way were helped materially in selecting individuals and families for placement on their rehabilitation and resettlement projects. It should be noted, therefore, that a distinction has arisen between the "referral" process and the reference process. The latter connotes personal recommendation, such as the friendly letter of recommendation.

The third-person mode of investigation (as referral and reference are sometimes called) should be employed when it furnishes more accurate and complete data than other methods. Its value depends upon the type of information desired and upon the ability of the recording observer to measure objectively and accurately. Especially adaptable to this type of investigation are the following:

(1) The applicant's technical knowledge of the type of farming required in the settlement. This information may be obtained from the neighbors, but more reliable sources are the County Agricultural Extension Agent, the Rural Rehabilitation Supervisor, or other technical experts who are well acquainted with the prospective settler.

(2) The cooperative spirit and harmony of the family. The social-service worker, the visiting nurse, the home-demonstration agent, and, in some cases, the pastor or teacher may be more dependable sources than the neighbors. The pastor and teacher, however, are prone to give favorable judgments.

(3) The health of the family, particularly with reference to hereditary disease and susceptibility to disease. This should be investigated by a professional medical worker.

(4) Character, stability, and sense of responsibility. The best sources are those who have entered contractual or business relationships with the applicant, that is, the landlord, the storekeeper, the insurance agent, the banker, and certain neighbors.

(5) Intelligence, alertness, resourcefulness, and judgment. These are difficult to measure except by means of neighborly impressions. Wilcox assumes that the rate of progress of the farmers' children in school represents the innate intelligence of the farmers and their wives. In this case, the school teacher would be a source of information.

(6) Desire to succeed in farm life. To some extent this may be estimated from the willingness to sacrifice comforts inconsistent with the interests of the farm enterprise and from the initiative shown in seizing opportunities. Neighbors and professional visitors in the home are probably the best sources.

(7) Ability for community cooperation. One gauge can be obtained from the prospective settler's membership in and leadership of organizations requiring cooperation. The opinion of fellow members of such organizations is a valuable source of information.

(8) Religiosity or idealism. The applicant's reputation and the manner in which his references "tie up" his religious beliefs and his farm, community, and family life are probably as reliable as the information obtainable from the local pastor.

(9) Capital. Although a certain proportion of prospective settlers have so little of capital assets that they may be unknown to local bankers, a large number have assets great enough to warrant checking with bankers on the data given in the application blank.

Only a few settlement agencies consistently canvass as many of these sources as are feasible, but almost all agencies use them to some extent. The Federal Emergency Relief Administration, as noted above, employed the social-service investigator almost exclusively to ascertain the status of the prospective applicant on such less objectively measurable qualifications as desire to farm, character, and cooperative spirit. The case worker investigated these qualifications even before mentioning the possibility of resettlement to the relief client. The Bureau of Reclamation used the bank of the applicant as one of the means of corroborating his statement on capital assets. The Division of Subsistence Homesteads found that local pastors were inclined to be too kind-hearted in recommending families. It discovered also that a selection specialist to inquire about the various qualifications of the applicant from appropriate references is preferable to a permanent local committee. In the Resettlement Administration, a selection specialist, L. H. Duncan, relied upon the recommendation of local agricultural officials. 38/

Mrs. Azile Aaron, family selection specialist of the Resettlement Administration, is convinced, from her experience in selecting settlers for the Dyess Colony in Arkansas, that the reliability of referral agencies depends largely upon the knowledge that such agencies have of the

38/ To this chapter, L. H. Duncan, Mrs. Azile Aaron, and Arthur W. Potts have made valuable contributions.

settlement opportunity. ^{39/} Clients cannot be efficiently recommended unless the recommender knows both the capacity of the client and the conditions of the settlement project.

Briefly then, the efficient land-settlement agency will decide upon the types of data it wishes to obtain. It will choose those sources that may be depended upon for the most reliable information within the necessary limits of time and cost. It will verify the knowledge acquired. It will attempt to reach the ideal in scientific research of exhausting all sources of information, weighing them for validity, and comparing data for verification.

Obviously the type of reference form that the particular settlement agency uses will be determined by the data desired and by the competency and thoroughness of the person who writes the reference. Complex questions requiring exact terminology and fine distinctions should not be sent to persons who possess only general knowledge of the applicant. Questions that require yes-or-no answers, explanatory statements, or ratings, must be so geared to the capacity of the person who writes references that he can signify his judgment by a word, summarize his impressions judiciously, or efficiently compare one applicant with others.

Finally, the settlement agency must never forget that it is difficult to obtain full, accurate, and comparable data through the third-person method. It must be prepared to cope with discrepancies of data arising from different standards of measurement, personal bias, miscomprehension of terminology, and other weaknesses of referral and reference.

The Special Investigator or Family Selection Specialist

The third method of investigation, the interview of a special investigator, has three advantages over the application blank and referral or reference procedures.

First, the special investigator represents the settlement agency. He knows both the land-settlement opportunity and the exact type of settler desired. Second, he is better able to compare the prospective settlers with one another, for his standards of measurement are not subject to the same variation as are the references or agencies who perform third-person investigation. Third, he is able to gather the data secured through the application blanks and the references, synthesize it, and make further investigation on this basis.

^{39/} See page 46 of Appendix for explanation of the agreement between the Resettlement Administration and the Works Progress Administration relative to family selection on the Dyess Colony.

For these reasons, the special investigator, whether he be the social case worker of the Federal Emergency Relief Administration, or a member of the Board of Examiners on a newly opened project of the Bureau of Reclamation, is important in family selection.

There are many variations of technique for the special investigator. For example, an Examining Board appointed to interview applicants for farms on irrigation projects of the Bureau of Reclamation questions the applicant closely on his knowledge of the type of farming required, his experience, record, etc. The applicant is also taken on a tour of the project during which his reactions to the farm opportunity are carefully noted.

It will be recalled that the Bureau of Reclamation stresses farm experience and capital more than character or industry, chiefly because the former are easier to measure. It emphasizes farming knowledge and alertness to the possibilities of the opportunity. As might be expected, the investigators are men who are technically proficient in farming and experienced in the type of farming involved in the project. No inquiry is made by the special investigator regarding the home. In view of the importance ascribed to agricultural knowledge and because of the use of agricultural technicians as interviewers, the social case worker is considered superfluous.

On some FERA projects, on the other hand, the case worker was believed to be extremely important. Possibly this is explained by the special significance that FERA laid on the wish of the family to live in a rural community. After the case worker had eliminated those who did not qualify on the basis of good family integration, intelligence, and efficiency, the actual desires of the families and their responses to the settlement opportunity played an increasingly larger part in determining whether they should be selected. Thus, Wilma Van Dusseldorp, reporting her technique in selecting families for the Pine Mountain Valley community in Georgia, said that desire ultimately came to be the most important selective factor. But first, the case workers eliminated the families that lacked the proper qualifications. 40/ It is clear that on these FERA projects, the social family case worker rather than the agricultural technician played the part of special investigator.

In contrast again, in the Resettlement Administration, one regional administrative group regards a record of successful farming by the applicant as a measure of his probable success in resettlement. This group advocates selection for projects on the basis of the Rural Rehabilitation Supervisor's recommendations of clients who have made a success of their Rural Rehabilitation programs.

40/ Van Dusseldorp, Wilma. Who Builds Pine Mountain Valley. Works Progress Administration, Washington, D. C., 1936.

The general feeling in this regional office is that too little attention has been given to the farming experience of settlers. One of the officials maintains that being used to rural standards of living is even more important than agricultural experience. With the exception of teachers, accountants, and other persons charged with public offices in the new communities, all of whom do a little farming as a sideline, families having had more than 5 years of town residence are said to be scarcely readjustable.

On the basis of their experience, the regional office strongly and unanimously favored giving preference to families referred from Rural Rehabilitation who had already proved they had managerial ability under a farm and home plan. 41/ In this case the special investigator (apart from the local Rural Rehabilitation supervisor) has not been eliminated, but as greater emphasis is placed on success in the Rural Rehabilitation farm plan, the special investigator will probably tend to rely more and more upon the local Rural Rehabilitation supervisor and the county committee.

The procedure followed by Mrs. Azile Aaron and her staff in the Resettlement Administration in the selection of families for the Dyess Project in Arkansas, is one method of emphasizing agricultural techniques. Upon the referral of a possible client, it was the duty of the selection specialist, who in the Resettlement Administration is nearly always a trained social-service worker, to utilize all other sources of information regarding the many qualifications required by the Administration, and to summarize and appraise the family for recommendation. The trained social service worker, with his technique of investigating family relationships, is particularly at home with many of the qualification requirements listed, such as resourcefulness, desire of the family as a whole to live on the project, ability to enter into community life and to profit from guidance and instruction, assurance of successful farm management, reliability, agricultural experience in the type of farming used on the project, health, size and age-sex composition of the family.

In short, the Resettlement Administration seems to be systematizing more and more completely its selection techniques. It is exploring and utilizing all possible sources of information concerning the prospective family and emphasizing particular qualifications only with reference to the special requirements of individual projects. Without disregarding the technical proficiencies of the settlers, the Administration tends to stress the desire of the family, a field of investigation in which the case worker is best trained.

41/ From the special report of Mrs. Marie Jasny on her interviews with family selection and other rural resettlement administrative personnel of the Resettlement Administration, May 28, 1936.

It is still too early to draw any definite conclusions as to the relative merits of this carefully systematized, exhaustive, and complex method in comparison with the practical exclusion of the case worker in the procedure of the Bureau of Reclamation.

Finally, it should be noted that the trial-by-survival method on resettlement projects, although it does not represent conscious selection, is one which effectively culls those settlers whose deficiencies escape the special investigators, references, and reviewers. This method may be exercised through the use of rent contracts that provide for a probationary period without permanent obligations on the part of either the settlement agency or the settler. Trial by survival, now almost universal on settlement projects, is the final test. But as already pointed out, it is necessarily a wasteful practice. It should be no more than the last check. In order that trial-by-survival may serve in that capacity, settlers and their families must be subjected to careful selection based on adequate qualifications and efficient methods.

Appendix

The following pages briefly describe the methods of settler selection employed by four governmental agencies: the Bureau of Reclamation and Division of Subsistence Homesteads, U. S. Department of the Interior; Division of Rural Rehabilitation, Federal Emergency Relief Administration; and the Resettlement Administration.

BUREAU OF RECLAMATION, U. S. DEPARTMENT OF THE INTERIOR

The Report on Federal Reclamation, 1934, summarized the legal provisions concerning the selection of settlers for Reclamation projects in this way:

"Under the act of December 5, 1924, the Secretary was authorized to require of each applicant such qualification as to industry, experience, character and capital as to give reasonable assurance of success. Applicants are now required to appear before an examining board to be rated as to their qualifications; in case of more than one application for the same farm unit the applicant having the highest rating is permitted to make entry." 42/

On the examining boards are three members, appointed by the Secretary of the Interior. They are: the project superintendent, sometimes called the construction engineer; the county or agricultural adviser; and a successful local farmer or business man. Notice of the requirements and the procedure in applying for a farm unit on a newly opened project is given in the press and in the "Order Opening Public Lands to Entry and Announcing Availability of Water for Private and Public Lands". For example:

"Each applicant . . . must appear in person before the Examining Board, and the Construction Engineer, who is the member representing the United States, and who will act as secretary of the Board, will notify each applicant of the period of time set for his appearance and examination. This requirement of personal appearance by the applicant will be given a liberal and reasonable interpretation by the board, to the end that no unnecessary expense will be put upon the applicants. The members of the board will be available at the project office when the opening is being held, and interested applicants, and particularly non-residents, will be examined at such times as it is convenient for them to be present. There must be, of course, some limit of time covering this feature,

42/ Schmitt-Haw, op. cit., p.30.

and the board will fix this limit, and will also announce such other incidental rules as will necessitate one appearance only by each applicant. Careful investigation shall be made to verify the statements and representations made by applicants, to the end that no misunderstanding may prevail, either regarding the applicant's fitness or his appreciation of the problem before him." 43/

The board questions the applicant in the office of the superintendent of the project, examining him very closely in regard to his knowledge of the type of farming required, his experience, record, and other informative items concerning himself and his family. This information is checked with that recorded on the Farm Application Blank (Dept. of Int. Form 7-511) and the references' Statement of Farm Applicant's Qualifications (Dept. of Int. Form 7-514). The latter is a confidential report, requested of persons whom the applicant has named as references. It should be observed that, according to one field supervisor, an excellent method of obtaining useful information is to take the man on a tour of the project, meanwhile watching his reactions and questioning him indirectly.

Until recently the relative standing of the applicants was based upon a percentage rating of the four prescribed qualifications. To each qualification was allotted a possible 25 percent of the maximum 100 point rating:

<u>Industry</u>		<u>Farm Experience</u>	
Fair	5 percent	2 yrs. or more in	
Good	15 percent	the East	15 percent
Excellent	25 percent	2 yrs. or more in	
		irrigation	25 percent
<u>Character</u>		<u>Capital</u>	
Fair	5 percent	\$2,000	15 percent
Good	15 percent	\$3,000	20 percent
Excellent	25 percent	\$5,000	25 percent

In 1936, however, recommendations were made by the district supervisors that, because of the possibility of judging certain qualities more objectively, the four qualifications should receive different weights.

43/ United States Department of the Interior, op. cit., p. 5. (Order of April 16, 1936.)

This procedure was subsequently adopted. New weights were given as follows:

<u>Character</u>		<u>Industry</u>	
Fair	5 percent	Fair	5 percent
Good	10 percent	Good	10 percent
Excellent	15 percent	Excellent	20 percent

Capital

\$ 2,000 to \$ 2,999	20 percent
3,000 to 3,999	22 percent
4,000 to 4,999	24 percent
5,000 to 5,999	25 percent
6,000 to 6,999	26 percent
7,000 to 7,999	27 percent
8,000 to 8,999	28 percent
9,000 to 9,999	29 percent
10,000 and above	30 percent

Farm Experience

2 years in farming other than irrigation	5 percent
2 years farming other than irrigation	5 percent
plus 1 per cent for each additional year's experience	
to a total of 10 years, or a maximum of	15 percent
2 years in irrigation farming, any time	20 percent
2 years in irrigation farming, in last 4 years	25 percent
2 years in irrigation farming, in last 2 years	30 percent
2 years or more in responsible charge of irrigation	
farm in last 4 years	35 percent

No applicants are eligible who fall below the minimum named in any of the headings of these schedules; or who do not, in the board's opinion, possess the health and vigor necessary for farm work.

Another regulation, subsequently changed, provided that an applicant must apply for a certain farm and on failing to rate first among those who applied for that particular unit should be automatically eliminated. Now, however, if applicants A, B, and C, with rating in that order, should apply for farm unit 1, Mr. A would be awarded farm unit 1, and Mr. B would be given first choice and Mr. C second choice of all the remaining units, whether or not D, E, and F had already applied for them.

The success of the entire procedure is attested to by the Schmitt-Haw Report on Federal Reclamation of December 1, 1934, which contained the following statements and recommendations.

"Rating of settlers on capital, experience, industry, and character has apparently provided projects recently opened to entry with better qualified and equipped settlers than ever before. The committee endorses the method heartily. It desires to offer one suggestion that might improve the class of settlers selected, and that relates to the grading allowed for amount of capital. Other things being equal, the man with \$10,000 has a better chance to succeed than one with only \$2,500, but one important factor that enters is how the capital was acquired. If it was acquired by hard work and thrift, such a man should be ranked above one who has received several thousand dollars by gift or inheritance. This matter could be taken care of by giving the examining board greater discretion in such cases.

On such of the older projects visited the need for making some provision for the man with limited capital and farming experience, who wishes to establish a home and work for wages, was emphasized. This plan has already been started on the Willwood division of the Shoshone project at Riverton, and on the Kittitas division at Yakima. It should be continued on all future projects. Not all the qualifications which the examining board carries in mind as those required of applicants for reclamation farm units were set forth in the Act of 1924. Evidence concerning certain other qualifications is requested in the application blank. Particularly the desire of the wife to resettle should be noted."

DIVISION OF SUBSISTENCE HOMESTEADS, U. S. DEPARTMENT OF THE INTERIOR

The program of the Division of Subsistence Homesteads of the Department of the Interior was set up pursuant to Executive Order No. 6209, July 21, 1933, and the order of the Secretary of the Interior, December 2, 1933. By Section 208 of the National Industrial Recovery Act (Public No. 67, 73rd Congress, June 16, 1933) a revolving fund of \$25,000,000 was made available for the purpose of providing small garden homes to industrial or formerly industrial families of low income.

Most of the projects undertaken by the Federal Subsistence Homesteads Corporation, operating agency for the Division, were of the suburban type on which families from industrial centers were given an opportunity to supplement their low incomes by cultivating from 1-to 5-acre gardens for their own food supply. It was estimated that a man with an annual cash income of \$800 could raise two-thirds of his food supply, thus releasing some of his cash for the other needs of his family.

At the outset, since the Federal Corporation concerned itself mainly with problems of land purchase and construction, family selection for Subsistence Homesteads projects was made the direct responsibility of the local Corporations. However, the importance of the selection prob-

lem was recognized in a memorandum from Federal Director Wilson to the local corporations in which certain basic requirements and methods of procedure were recommended. Application blanks, prepared by the Division in Washington, were sent to the various projects to be filled out in duplicate by each applicant. Although no other standard forms were made up, the very nature of the recommendations suggested the use of other blanks for interviews with the family and with the family's references. For this reason, a basic similarity is found in the data available on the applicants for the different projects. Director Wilson urged:

(1) The creation of a local Homesteaders' Selection Committee of not less than three members for the purpose of recommending to the Board of Directors of the local Corporation the best qualified applicants.

(2) The use of experienced investigators to secure information about applicants.

(3) Adequate description of the project, citing its disadvantages to the individual as well as its aim and advantages. This should be prepared and circulated to all applicants.

(4) Certain general recommendations as to qualifications of settlers, e.g., family background, health, habits, and stability of the family as a whole; attitudes -- eagerness for and adaptability to the life on the project; and financial status -- the quality of financial risk.

Inasmuch as no definite procedure was required for the selection of families in the early months, the methods varied from project to project in accordance with the ideas of the person or persons in charge. At the Reedsville Experimental Community in West Virginia, later known as the Arthurdale Community, which was the first project to be set up under Subsistence Homesteads, "the original Homesteaders were selected almost entirely on their knowledge of practical farming and willingness to work".^{44/} At both Arthurdale, West Virginia, and Cumberland Homesteads, Tennessee, as well as on many other subsistence projects, in the construction of homes and other buildings, the labor of homesteaders was utilized as much as possible. Since some of the wages were paid in cash and some in credit, this procedure allowed the homesteader to earn a part of his home by actually working on it. Moreover, it provided an excellent opportunity for the project staff to look over the men and for the men to experience life on the project.

As was stated above, in the early days of Subsistence Homesteads, selection was left to the discretion of the local Corporation or local

^{44/} Memorandum of Philip J. Reed, Selection Specialist for the Arthurdale, West Virginia, Community Project.

Manager of the Project. Reports of the investigators served as bases for final decisions rendered by the local committees, which sometimes included one or two interested citizens of the neighborhood and sometimes a few project staff members. Even though this early method of selection has been reasonably satisfactory, the general feeling at the present time is that groups of families selected by the following method will be better settlers.

In order to relieve local pressure, a Washington Committee on Approvals for family selection was established to take final action on the recommendations of local committees. The old Application Form was revised in February 1935. The requirements for homesteaders were listed at greater length in Bulletin No. 1 of the Division, and were, in reality, a statement of the legal requirements plus a few points which experience had shown to be important. The final selection by the Washington Committee was based primarily on these points, leaving the local committee some latitude, however, for recommending refusals in accordance with the individual project needs.

The section of Bulletin No. 1 entitled "Homesteaders" provides that:

- (1) Subsistence homesteaders shall be selected on the basis of character, need, adaptability, and ability to pay for the homesteads.
- (2) Both husband and wife must be United States citizens, since both must sign the purchase contract.
- (3) Homesteaders must be residents of industrial areas or have moved from such areas because of the depression.
- (4) Homesteaders must have an annual income of less than \$1,200. They must not possess savings or property on which they could obtain adequate financing from private sources. On the other hand, they must have an income, or reasonable prospect of an income, large enough to permit them to make the payments on their homesteads. Their burden of debt must not be so great as to make it unwise for them to assume the additional obligation of homestead purchase.
- (5) Homesteaders must have children, or be of such an age that children may be expected.
- (6) Both husband and wife must be of legal age. No upper age limit is set, but applicants 45 years of age and over must have children old enough to assume the homestead obligation should one or both of the parents die or become disabled.
- (7) Homesteaders must be physically able to do gardening and light farming.

(8) Homesteaders must have an employment record indicating steadiness and initiative; the family reputation must be good.

(9) Except in unusual circumstances, homesteaders must come from the general vicinity of the project on which they wish to locate.

(10) Preference is given to applicants experienced in farming and gardening. Social adaptability, evidenced by neighborhood contacts and membership in church, fraternal, and social organizations, is also given due weight.

(11) The wife must be willing to live on a subsistence homestead. She must understand the problems associated with a semi-rural life.

(12) Applications for a homestead are to be sent to the local Project Manager. 45/

Substantially the same methods for obtaining information on the applicants were used on all projects. They were in accord with the early recommendations of the Director. The investigator's interview with the family took place in the home wherever possible. A general form was employed for this purpose, and in some projects an additional form was used to give ratings and recommendations on the basis of the investigator's contacts with the family. Information recorded by the investigator included not only the opinions of the reference, but also some indication of the bias, if any, of the reference.

DIVISION OF RURAL REHABILITATION, FEDERAL EMERGENCY RELIEF ADMINISTRATION

The creation of "rural-industrial" and "organized rural" communities was a part of the Rural Rehabilitation Division's program for removing farm and stranded industrial families from the relief rolls. The state relief administrators were instructed to assign the task of selecting families for the communities to their social service divisions, since their case workers were familiar with both the farm families on relief in the state and the techniques of family investigation. Therefore, the selection of settlers for these projects was distinguished by the case work method.

45/ United States Department of the Interior, Division of Subsistence Homesteads. A Homestead and Hope. 24 pp. Washington, D. C. 1935. (Bull. No. 1.)

Theory of Family Selection

Concerning the methods of selecting settlers for FERA projects, Mrs. Winthrop D. Lane, a state Social Service Consultant, said:

"Our theory was in short that, given a colony set up in a specific place, of a specific type, and for certain economic and social purposes, we would proceed to set up standards for selection. This means that the standards of selection were quite different for different colonies and have only a few common basic principles: age distribution, health situation, vocational and economic experience, intelligence. In practice the families were told about the situation and given a period of time in which to consider it before they made application. Further interviews were held with the family by case workers to determine the stability of the family group, their emotional and social affiliations in the community in which they were living, their initiative, etc.

For the Matanuska and Woodlake colonies we selected:

The families from the relief rolls by analyzing our case records until we had a list of families which seemed to us the type, as to age, occupation, etc., who would fit well into the colony. We then approached the family, and if they requested to be considered, further refined the list through physical examination and intensive case work analysis. 46/

Qualifications

Desire for life in a rural environment was the outstanding requirement for selection. However, the Outline of Suggested Procedure listed the following general qualifications:

(1) It is desirable that a large percentage of the families chosen should have had farm experience at some time and that the remainder have shown an inclination toward farming by growing some of their food needs in home or community garden plots.

(2) All members of the family, including the children, should express a willingness and a desire to go to a rural community.

(3) Both the men and women and the older children ought to be able to carry on the physical work that is entailed in the combined farming-industrial activities of the community.

46/ Excerpts from letter from Mrs. Winthrop D. Lane to the author, May 15, 1936, regarding the Matanuska project in Alaska and the Woodlake project in Texas.

(4) Most of the men should be between the ages of 30 and 55, for two reasons. First, older people, even though physically able, are finding it more and more difficult to get jobs in high speed industries. Second, these more mature persons have gone through this depression and have learned by experience the uncertainties and limitations of city life. They will, therefore, appreciate the opportunities available in a rural community.

(5) The families must give evidence of being able and desirous of staying by an arrangement. The first few years will be difficult. In making their decision, families should choose between life in a rural community and life in the city and be prepared to stick quite tenaciously by their decision.

It was pointed out that various types of skills and talents would be needed during the construction period and after the community had settled down to an operating basis. The construction called for carpenters, bricklayers, plasterers, stone masons, plumbers, tinnerns, electricians, and painters. It was suggested that "these specialists should be selected from the standpoint of ability and willingness to engage in subsistence farming, since their specialty will, in most cases, require but part of their time". 47/

Selection Process

The following instructions for use in family selection are adapted from those written by Ozer and Westbrook for use in the Red House, West Virginia, project. They illustrate some general features of the FERA selection process. This method of family selection presupposes adequate contact in the home by intelligent case workers.

Method of Family Selection

(1) Call the staff of home workers together and outline the plan. Arouse their enthusiasm and convince them that their responsibility in the experiment is great. Impress upon them the necessity for conducting the investigations without letting the families know that they are being considered.

(2) Ask each worker to go through his or her case load and recommend the most desirable families for the projects. Have about one and three-quarters as many families as are needed recommended by the workers.

47/ Westbrook, Lawrence. Rural-Industrial Communities for Stranded Families. 29 pp. Federal Emergency Relief Administration, Washington, D. C. 1934. (Mimeographed.) p.23.

(3) Secure careful analyses of the case records of the recommended families. Reject families that fail to meet the required qualifications.

(4) Have the recommending workers re-investigate each remaining family with respect to:

- (a) Eligibility for relief (including deserving border-line cases).
- (b) Psychological, moral, hereditary, and physical factors required for a healthy family.
- (c) Credit rating before the depression.
- (d) Police records.
- (e) Known and obvious physical defects.

(5) To give assurance that the visitor's analysis is penetrating, his report should be made in answer to a thorough questionnaire.

(6) The questionnaire should be analyzed by the person in charge and eliminations made.

Up to this point the process should be carried on with the greatest secrecy so that no family may be disheartened and embarrassed by the knowledge of rejection.

This process of elimination should reduce the families to approximately the required number. Letters with stamped return envelopes may be sent to these families outlining the plan and asking whether they are interested.

(7) A mass meeting of all interested families should then be called and the plan and its ideology should be carefully explained. This meeting, properly handled, will quickly develop community spirit. It will make the families feel that they have friends in the new community. This is exceedingly important for the children in their teens, to whom the breaking of the ties of friendship is especially tragic.

(8) Every husband and wife fills out a card indicating his or her interest or disinterest. Those interested are given definite appointments for a personal conference and a questionnaire to answer before their return.

(9) The personal conference is divided into three parts; there are conferences:

- (a) With a farm expert who is capable of judging the family's qualifications for the hardships of agriculture and of answering questions about the plans for the project. He should point out the difficulties and possible privation to be faced and note reactions.
- (b) With a social worker who discusses the attitude of the children, the fitness of the family for farm life, etc.
- (c) With a personnel man who is well acquainted with the employment managers of the locality. He checks the applicant's employment record with the applicant as well as with the employers.

(10) When the conference is concluded, or at various stages of it, a committee of five, including the three individuals above and two others (probably the local director of relief or social work and a home economist or the county demonstration agent) meet and pass upon the applications on the basis of:

- (a) The case record.
- (b) The case worker's analysis.
- (c) The questionnaire.
- (d) The notes of the conference interviewers.
- (e) The employment reports.

(11) The families approved by the Committee are notified by formal letter. An appointment is made for the whole family to undergo a physical examination.

(12) Those families finally approved are informed and notified that they are being transferred to a special case worker who will help them work out plans for moving and for adjustment to the new community.

(13) Socials and entertainments should be encouraged in order to maintain and develop group feeling, pending the transfer. The choosing of families should be so timed that, at most, only a few weeks elapse between formal notification and the moving of the men at least. Otherwise a degenerative process may set in.

In actual practice at Red House Farms, the method of family selection was modified somewhat in that the heads of tentatively selected families were sent to the project where their work and social conduct were carefully checked. When a man showed himself unfit for cooperative community life, he was sent home and another put in his place. 48/

RESETTLEMENT ADMINISTRATION

Program of the Resettlement Administration

The Resettlement Administration has initiated approved projects involving the resettlement of destitute families from rural and urban areas. 49/

The Rural Resettlement Division of the Administration formulates the program of rural resettlement for families whose situation is such that removal to new locations is necessary. The Suburban Division formulates the program for modern low-rent communities in suburban areas adjacent to industrial centers, where industry might be combined with agriculture.

Selection Procedure

The selection procedure for the projects has been varied. However, for two reasons, increasing uniformity may be expected. In the first place, the required forms for use in the process and the qualifications demanded will tend to standardize the method of establishing the preliminary contact, investigating, and approving an applicant. In the second place, the required qualifications of the family selection personnel have been determined.

Qualifications Required of Family Selection Personnel

Regional Chief of Family Selection

(1) Graduation from an approved college or its equivalent plus one year in a social service school or in social science graduate work. This training, in addition to economics and sociology, should include courses in political science, accounting and budgeting, farm and home management.

(2) Three years in relief, rehabilitation, or other social agencies. Acceptable administrative or supervisory experience.

48/ Federal Emergency Relief Administration. Progress of the Program Since Woodlake. (Report.)

49/ Resettlement Administration. Administration Order 2, Revision 1.

(3) Understanding of farm life and problems, and familiarity with the social and economic conditions of the region in which he is to work.

Senior Family Selection Specialist

(1) Good educational background. Sound foundation in social studies.

(2) Two years of case work. For rural projects part of this case work experience must have been in rural areas.

(3) Extensive knowledge of the conditions and people in the region in which the project is located, and the ability to gain and hold their confidence. Understanding of the objectives of the Resettlement program and of the particular project.

Junior Family Selection Specialist

(1) Sound education in the social studies.

(2) One year of case work. For rural projects, part of this case work experience preferably should have been in rural areas.

(3) Knowledge of the conditions and people of the region and the ability to gain and hold their confidence. Understanding of the objectives of the Resettlement program and of the particular project.

Example of Selection Procedure in Practice - Dyess Colony

Mrs. Azile Aaron's selection procedure for the Dyess Colony, Arkansas, which she described in detail in her report of April 28, 1936, illustrates the Resettlement Administration method as it was actually carried out on a rural farm project. The substance of Mrs. Aaron's report follows:

Plan

Dyess Colony, according to official statements, was "to provide, at reasonable cost, modern farm homes on good land for selected rural families to enable them to earn a living and to enjoy the normal comforts of life". At the time Dyess Colony was planned, Rural Rehabilitation was a division of the Arkansas County Relief Administration. Clients of Rural Rehabilitation were told that if they made good under a Rural Rehabilitation plan, they would have an opportunity to qualify for Dyess Colony. The transfer of the Rural Rehabilitation Division of the Emergency Relief Administration to the Resettlement Administration necessitated Resettlement's participation in family selection, since the farm families who would be eligible for Dyess County would include many Rural Rehabilitation clients.

Family Selection

Consequently, an agreement was worked out between Administrator R. G. Tugwell of Resettlement and Col. Lawrence Westbrook of the Works Progress Administration whereby "family selection will be made by the Management Division Staff of the Resettlement Administration from Rural Rehabilitation clients in Arkansas who have proven successful and have been supplied heretofore with work-stock, implements, food-animals, etc."

Procedure

After the general plan for selection was set up, the following procedure was devised. Because the kind of families selected would in a large measure determine the success of the project, it was necessary that the best staff possible be secured for family selection. Excellent staff referrals were received from the local ERA, and a staff was chosen consisting of a senior selection specialist to be located at the project, ten field interviewers who were districted throughout the state, and a case work supervisor located in the regional office. These, assisted by a supervising nurse to check health histories and one person in charge of transportation, made up the Family Selection Staff. Three hundred and sixty-five families were to be selected in the period from January 1 to May 1.

Referrals were received through the State Director of Rural Resettlement in addition to referrals already on hand. A letter was devised for the State Director, and Rural Supervisors were furnished with general information relative to Dyess Colony to be given to potential applicants. Rural Supervisors were also provided with Family Selection criteria in order that they might be guided in their references. The State was divided into ten districts, and each field interviewer worked up his report on the basis of an outline for family information, including application, etc.

Special Criteria

In addition to the general criteria, the following factors were taken into consideration because of the location of the colony, its physical aspects, and limitations as to numbers to be accepted:

(1) Aside from the family's potential farm and home management ability, it was of primary importance that the family as a unit wish to own and establish a new farm home and have active participation in a growing community. The family's attitude as a group, its aims, ambitions, and desires for family betterment were the major factors under consideration.

(2) Because of the limitation in size of houses (3, 4, and 5 rooms), it was considered preferable to select families of six or less in number.

(3) Preferably, heads of families were to be between the ages of 25 and 45.

(4) There were to be no serious physical or mental handicaps or social problems existing in the family.

(5) Because of the need of close community participation and co-operation, families selected were not to have extreme or singular economic, political, religious, or social views.

Investigation of Families - Procedure

(1) Receiving and classifying referrals by field interviews.

(a) Review instructions on referral procedure.

(b) Visit all Rural County Supervisors in your district, review with and interpret to them the plan of selection. Arrange for pickup of referral forms.

(c) Review and classify the referral forms as follows:

Group A, those who meet the general and special criteria.
Group B, those who meet point one of the special criteria and are considered outstanding prospects and merit further consideration.

Example: Eight in family may not necessarily be a deterrent, provided that age and sex, etc., allow for reasonable living standards in type of houses available.

Group C, those obviously ineligible.

Make out written memoranda for Group C according to form provided. This will be reviewed and approved or rejected by the Regional Supervisor.

(2) Study of referred families and recommendations for selection by field interviewers.

(a) Review RA and ERA case records for cases referred in Groups A and B.

1. Secure recommendation and comments from: Rural Farm Supervisor, Rural Home Supervisor, and Case Work Visitor or Supervisor, or both if available.

2. Fill out case records form as completely as possible from case records of RA and ERA.

(b) Check preliminary references, including employer and credit references.

(c) Arrange group interview if considered desirable and practical. At the meeting: carefully describe project; explain and give reasons for the requirements for family selection; explain general terms of agreement; permit discussion and answer questions.

(d) Visit to the home.

1. Interview with family (entire family group preferably) based on step one of special criteria.
2. Complete form "Application for a Resettlement Home"; work out inventory.
3. Secure data for narrative history outline.
4. Secure data for health history. In ascertaining whether or not the family has received immunizations, secure specific dates when they were immunized and by whom. Immunizations should include typhoid, smallpox, and diphtheria anti-toxins for children. If the families have not received the above-mentioned immunizations and it is possible for them to receive this protection in their county, urge them to attend to this at once.

(e) Interview final references necessary to complete history and to clear up all doubtful points.

(f) Make final study and review of family's application with view of recommendation to Regional Supervisor of Family Selection as to:

1. Desire of family as a group for colonization.
2. Eligibility according to requirements.

(3) Recommendations and final approval.

(a) Field interviewers send approved applications and all supplementary data to Regional Supervisor Family Selection.

- (b) Field interviewers write up and send in memoranda of rejection on Grade C applications for review of Regional Supervisor Family Selection.
 - (c) Field interviewers arrange with Regional Supervisor for applicants who are approved by Regional Supervisor for trip of inspection to project.
 - (d) Regional Supervisor notifies families as to date and arrangements for inspection trip.
- (4) Inspection trip.
- (a) Notification of date of visit is sent to Senior Selection Specialist at project by Regional Supervisor Family Selection.
 - (b) Case records, with recommendations and comments, are sent by Regional Supervisor Family Selection to Senior Selection Specialist, following approval and prior to inspection trip or visit.
 - (c) Senior Selection Specialist meets applicants and arranges schedule for visit, including inspection of all phases of the Colony and meeting of essential staff members.
 - (d) Senior Selection Specialist arranges for special review of health history and necessary physical examinations through the project hospitals and doctor.
 - (e) Senior Selection Specialist explains and interprets contract and agreement to each applicant in detail.
 - (f) Family indicates to Senior Selection Specialist a first, second, and third optional choice for property.
 - (g) Senior Selection Specialist confers with Colony staff and makes final recommendations as to rejection, approval, or further study of applicants. In cases of approval, he simply notifies Regional office of families approved, giving name, address, and number in family. In cases of rejection, he returns files, stating the reasons for rejection. In cases of further question he returns the files, asking that certain points be cleared up or certain information verified in order to clear the case. The Regional Supervisor will make all notifications to families of selection or rejection.

- (h) Families take agreements home for study and final consideration and return them to office of Regional Supervisor of Family Selection, either signed or rejected, giving reasons for rejection. Families should be supplied with addressed franked envelopes for this purpose together with slips to be filled out indicating the earliest dates they will be ready to move.
- (5) Notification of final selection and arrangement for occupancy of property.
- (a) Upon receipt of properly signed agreement and contract, and upon receipt of recommendation for approval from Senior Selection Specialist, the Regional Supervisor of Family Selection notifies applicant of approval for colonization, with copies of notification for field interviewers and Senior Selection Specialist and State Resettlement Administration office.
 - (b) Upon receipt of notification of final acceptance, the Regional Supervisor makes arrangements for moving the family to the Colony, requesting transportation from ERA. Notifications will be sent by the Regional Supervisor to the Senior Selection Specialist of the approximate date of arrival of the family.
 - (c) The Senior Selection Specialist will arrange for occupancy and assign property based on optional selection made by the family while on the inspection trip.
- (6) Notification of rejection or approval.
- (a) After the application list is closed, Group A and B applications that have not been approved and not previously notified, will be notified by the Regional Supervisor of Family Selection. The original will be mailed to the applicant, the second copy to the Senior Selection Specialist on the project, the third copy to the field interviewer for clearance with the Rural Supervisor, and the fourth copy to the State Resettlement Administration office.

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